

Message Text

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ACTION EUR-12

INFO OCT-01 NEA-10 ISO-00 CIAE-00 DODE-00 PM-04 H-01
INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02
SS-15 ACDA-07 TRSE-00 CU-02 BIB-01 DHA-02 NSCE-00
SSO-00 USIE-00 INRE-00 OIC-02 /076 W
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FM AMEMBASSY BELGRADE
TO SECSTATE WASHDC IMMEDIATE 1562
INFO CSCE CONFERENCE COLLECTIVE
USCINCEUR VAIHINGEN
AMEMBASSY TEHRAN

C O N F I D E N T I A L SECTION 1 OF 2 BELGRADE 4805

DEPT FOR EUR/RPM, EUR/SOV

VAIHINGEN FOR POLAD

FROM USDEL CSCE

E.O. 11652: GDS
TAGS: CSCE
SUBJECT: BELGRADE CSCE -- WEEKLY HIGHLIGHTS, JULY 9-15

REF: BELGRADE 4604

SUMMARY: PREPARATORY MEETING MOVED PERCEPTIBLY FORWARD
DURING WEEK AS SOVIETS INDICATED THAT THEY COULD ACCEPT MOST OF
NEUTRAL/NON-ALIGNED (NNA) PACKAGE PROPOSAL WHICH USDEL AND
NATO ALLIES CONSIDER A SATISFACTORY BASIS FOR EVENTUAL AGREE-
MENT. AFTER NEARLY A FULL WEEK OF UNOFFICIAL SESSIONS,
MEETING MOVED BACK INTO FORMAL DRAFTING WITH MAIN REMAINING
QUESTIONS BEING WHETHER CONFERENCE WILL BE OPEN-ENDED OR
WILL HAVE FIXED TERMINATION DATE, DIVISION OF WORK BETWEEN
PLENARY AND SUBSIDIARY WORKING BODIES, AND NATURE OF CONTRIBU-
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TION TO BE MADE BY NON-PARTICIPATING MEDITERRANEAN STATES.
DRAFTING WORK WILL CONTINUE ON SATURDAY, JULY 16. END SUMMARY.

1. AS INDICATED REFTTEL, NNA STATES (SWITZERLAND, AUSTRIA,
SWEDEN, FINLAND, YUGOSLAVIA, MALTA, CYPRUS, LIECHTENSTEIN,
SAN MARINO) INFORMALLY INTRODUCED A PACKAGE PROPOSAL
JULY 7 COVERING ALL ASPECTS OF PREPARATORY MEETING'S MANDATE,

INCLUDING AGENDA, ORGANIZATIONAL MODALITIES, AND DURATION FOR THIS FALL'S MAIN MEETING,. NNA REVISED THIS PAPER SLIGHTLY JULY 11 AFTER OBTAINING FIRST REACTIONS FROM OTHER DELS AND SUBMITTED IT FORMALLY, AGAIN IN A SLIGHTLY REVISED VERSION, JULY 15 AFTER IT HAD UNDERGONE NEARLY A WEEK OF DEBATE IN UNOFFICIAL SESSIONS. MAIN POINTS IN THIS PACKAGE PROPOSAL REMAIN AS DESCRIBED REFTEL. NNA HAVE FLESHED IT OUT WITH ANNEX DETAILING WORK SCHEDULE FOR FIRST SIX WEEKS OF MAIN MEETING. THIS WORK SCHEDULE WOULD PROVIDE FOR 29 PLENARY SESSIONS, 25 SESSIONS OF WORKING BODIES ON EACH OF THREE FINAL ACT BASKETS, SEVEN SESSIONS OF WORKING BODY ON MEDITERRANEAN, AND FOUR SESSIONS OF WORKING BODY ON POST-BELGRADE FOLLOW-UP. FIRST TWO WEEKS WOULD BE ENTIRELY DEVOTED TO PLENARIES (INITIAL WEEK OF OPEN PUBLIC STATEMENTS AND ONE WEEK OF CLOSED GENERAL DEBATE TO BEGIN THOROUGH EXCHANGE OF VIEWS ON IMPLEMENTATION AND NEW PROPOSALS). WORKING BODIES WOULD BEGIN IN THIRD WEEK, AND GENERAL PATTERN WOULD PROVIDE EQUAL NUMBER OF MEETINGS FOR EACH OF THREE BASKETS AND DISTINCTLY LESSER TREATMENT FOR MEDITERRANEAN AND FOLLOW-UP. EMPHASIS WOULD SHIFT AFTER FIRST TWO WEEKS FROM PLENARY TO WORKING BODIES.

2. SOVIETS AND THEIR ALLIES SAID AT BEGINNING OF WEEK THAT THEY COULD ACCEPT NNA PAPER AS BASIS FOR FURTHER WORK. THEY INDICATED IN INITIAL DISCUSSIONS, HOWEVER, THAT THEY MIGHT HOLD FIRM TO PREVIOUSLY STATED POSITIONS, IN PARTICULAR CONFIDENTIAL

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THAT GREAT BULK OF WORK SHOULD BE DONE IN PLENARY AND THAT WORKING BODIES SHOULD PERFORM ONLY LIMITED TASKS SPECIFICALLY ASSIGNED THEM BY PLENARY. NEVERTHELESS, IN MID-WEEK SOVIET DELEGATION HEAD ADVISED USDEL AND OTHERS INFORMALLY THAT SOVIETS COULD GENERALLY ACCEPT ALL OF NNA DRAFT AGENDA AND OF NNA ORGANIZATIONAL MODALITIES EXCEPT FOR DURATION FORMULATION WHICH THEY STILL INSISTED SHOULD PROVIDE FIXED TERMINATION DATE. USDEL IN TURN HAS BEGUN TO INDICATE THAT WE CAN ACCEPT NNA PAPER AS A BASIS FOR FINAL COMPROMISE, PROVIDED SUBSTANTIVE ELEMENTS, INCLUDING DURATION, REMAIN ESSENTIALLY UNCHANGED.

3. WHILE WEEK'S DEVELOPMENTS HAVE SIGNIFICANTLY INCREASED LIKELIHOOD THAT PREPARATORY MEETING WILL CONCLUDE BY ITS INFORMAL END-OF-MONTH TARGET DATE AND PERHAPS EVEN A FEW DAYS EARLIER, SEVERAL MAJOR AREAS OF DISAGREEMENT AS WELL AS HOST OF LESSER DRAFTING AND EDITORIAL MATTERS REMAIN TO BE DEALT WITH. THESE INCLUDE:

A. DURATION -- ON THIS, PERHAPS MOST DIFFICULT OF REMAINING ISSUES, SOVIETS AND THEIR ALLIES ARE ISOLATED IN THEIR DESIRE THAT PREPARATORY MEETING FIX IN ADVANCE A DATE ON WHICH MAIN

MEETING WILL END. ALL OTHER DELS AGREE THAT IT WOULD BE DESIRABLE

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C O N F I D E N T I A L SECTION 2 OF 2 BELGRADE 4805

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FROM USDEL CSCE

TO SET A TARGET DATE OF ABOUT TWELVE WEEKS ENDING IN
LATE 1977 AND TO INCLUDE STRONGLY PRESUMPTIVE LANGUAGE
THAT THIS DATE WILL BE MET. THEY CONSIDER, HOWEVER, THAT IF
MEETING HAS NOT BEEN ABLE TO COMPLETE ITS WORK BY TARGET
DATE, IN PARTICULAR IF IT HAS NOT BEEN ABLE TO AGREE ON A CON-
CLUDING DOCUMENT, IT WOULD HAVE TO CONTINUE UNTIL IT FUL-
FILLS ITS MADATE. SOVIET DEL SAYS THAT IT HAS FIRM INSTRUCC-
TIONS ON THIS POINT AND THAT MOST IT COULD ACCEPT WOULD BE
TARGET DATE OF TWELVE WEEKS WITH POSSIBILITY OF
EXTENSION FOR A FURTHER LIMITED PERIOD OF 2-3 WEEKS. SOVIETS
SAY THEY WOULD PREFER ALMOST ANY DATE (THEY HAVE CITED DATES UP
TO APRIL 1978) SO LONG AS IT IS FIRM.

B. DIVISION OF WORK BETWEEN PLENARY AND WORKING BODIES --
SOVIETS HAVE MADE A SUBSTANTIAL CONCESSION IN ACCPET-
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ING THAT THERE WILL BE FIVE WORKING BODIES, ONE ON EACH OF MAIN FINAL ACT BASKETS (SECURITY, ECONOMIC COOPERATION, HUMANITARIAN COOPERATION), ON MEDITERRANEAN AND ON FOLLOW-UP AND THAT THESE SUBSIDIARY WORKING BODIES WOULD COME INTO OPERATION AUTOMATICALLY AT CERTAIN POINT OF MAIN MEETING IN ORDER TO EXAMINE IMPLEMENTATION AND STUDY NEW PROPOSALS WITHIN AREA OF THEIR COMPETENCE, RATHER THAN BE ESTABLISHED DURING MAIN MEETING AND KEPT ON SHORT LEASH BY PLENARY. THEIR ACCEPTANCE OF NNA ORGANIZATIONAL MODALITIES IN PRINCIPLE, HOWEVER, HAS NOT RESTRAINED THEM FROM URGING LINGUISTIC MODIFICATIONS INTENDED TO DENIGRATE WORKING BODIES' MANDATE TO WORK SYSTEMATICALLY AND IN DETAIL THROUGH FINAL ACT. BEYOND THESE MATTERS OF WORDSMITHING, THEY ALSO HAVE INDICATED THAT THEY WISH TO MODIFY FAIRLY SUBSTANTIALLY THE SCHEDULE ENVISAGED IN ANNEX TO NNA PAPER, WHICH WOULD MAKE WORKING BODIES MAIN FOCUS OF MEETING AFTER INITIAL TWO WEEKS. THEY HAVE SUGGESTED THAT WORKING BODIES SHOULD MEET FOR ABOUT FOUR WEEKS AND THAT EACH WORKING BODY SHOULD HAVE NO MORE THAN FOUR MEETINGS PER WEEK. NNA, ON OTHER HAND, HAVE PROPOSED THAT WORKING BODIES BE GIVEN EIGHT WEEKS TO COMPLETE THEIR WORK AND THAT THREE WORKING BODIES DEALING WITH MAIN FINAL ACT BASKETS SHOULD MEET ON AVERAGE SIX TIMES PER WEEK. DIFFERENCE IS BETWEEN 16 MEETINGS OF EACH MAJOR WORKING BODY AND 48. NNA AND WESTERN DELS ARE PREPARED TO SHAVE LATTER TOTAL A BIT, BUT IF IT WERE CUT BACK TOO MUCH, WORKING BODIES WOULD BE SEVERLY PRESSED FOR SUFFICIENT TIME TO REVIEW IMPLEMENTATION AND PROPOSALS IN DETAIL AND TO NEGOTIATE REPORTS WHICH PLENARY COULD ASSEMBLE IN CONCLUDING DOCUMENT IN FINAL WEEKS FOR ADOPTION BY A PUBLIC PLENARY AT CLOSE OF TWELVE WEEK MEETING.

C. MEDITERRANEAN -- PARTICIPATING STATES FROM NORTHERN RIM OF MEDITERRANEAN STRONGLY SUPPORT AN INCREASED ROLE FOR NON-CONFIDENTIAL

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PARTICIPATING MEDITERRANEAN STATES, INCLUDING LIBYA AND LEBANON AS WELL AS THE SIX WHICH MADE CONTRIBUTIONS IN GENEVA (EGYPT, TUNISIA, MOROCCO, ALGERIA, ISRAEL, AND SYRIA). OTHER DELS ARE PREPARED TO OFFER NON-PARTICIPATING MEDITERRANEAN STATES THE OPPORTUNITY TO CONTRIBUTE NOT MERELY TO A WORKING BODY, AS WAS CASE IN GENEVA, BUT TO BOTH PLENARY AND MEDITERRANEAN WORKING BODY. AT END OF WEEK MALTA PRESENTED ITS ANTICIPATED PROPOSAL ON THIS SUBJECT, WHICH WOULD PROVIDE FOR NON-PARTICIPATING MEDITERRANEAN STATES TO APPEAR INITIALLY IN PLENARY, SUBSEQUENTLY IN MEDITERRANEAN WORKING BODY, AND AFTERWARDS "ON SUCH OCCASIONS AS MAY BE CONSIDERED NECESSARY". MALTESE REP EXPLAINED THAT DECISION ON WHAT WAS "NECESSARY" WOULD, OF COURSE, BE

TAKEN BY THE PARTICIPATING STATES. DELEGATIONS NOW
HAVE THIS FORMULATION UNDER CONSIDERATION, BUT
SINCE IT IS MUCH MORE REASONABLE THAN HAD BEEN EXPECTED FROM
THE MALTESE, THE LIKELIHOOD IS THAT IT WILL FORM THE BASIS
FOR A FINAL AGREEMENT ON THIS SENSITIVE ISSUE.

4. WE PLAN IN COMING WEEKS A) TO DEAL CAREFULLY IN
DRAFTING SESSIONS WITH WORDSMITHING AND STRUCTURING
OF WORK PROGRAM IN ORDER TO MAINTAIN SATISFACTORY LANGUAGE
AND ORGANIZATIONAL STRUCTURE; B) TO ENCOURAGE NNA
TO STICK TO A FORMULA ON DURATION WHICH RETAINS THE CON-
SENSUS-TO-CLOSE CONCEPT AND C) TO TRY TO MOVE DRAFTING
FORWARD TOWARD A FINAL RESULT WHICH WILL FIX AGENDA,
MODALITIES AND DURATION FOR MAIN MEETING.
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